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ABSTRACT

This publication is the report by the Committee on Education and Labor concerning Environmental Education Act amendments (H.R. 10570). This bill proposes a five-year extension of the Environmental Education Act with amendments to clarify the purposes of the act, to permit multiple year funding of environmental education projects, and to abolish the Advisory Council on Environmental Education. The report provides background information on the bill, an explanation of H.R. 10570, legislative considerations, and budgetary statements. (Author/MA)

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95TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
2d Session } { No. 95-885

ED160433

ENVIRONMENTAL EDUCATION ACT AMENDMENTS

FEBRUARY 16, 1978.—Committed to the Committee of the Whole on the state of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor, submitted the following

REPORT

[Including cost estimate of the Congressional Budget Office.]
[To accompany H.R. 10570]

The Committee on Education and Labor, to whom was referred the bill (H.R. 10570) to amend the Environmental Education Act to extend the authorizations of appropriations for carrying out the provisions of such act, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment strikes out all after the enacting clause of the bill and inserts a new text which appears in italic type in the reported bill.

PURPOSE

H.R. 10570 proposes a 5-year extension of the Environmental Education Act with amendments to clarify the purposes of the act, to permit multiple year funding of environmental education projects and to abolish the Advisory Council on Environmental Education.

The purpose of the Environmental Education Act is to assist through grants and contracts State and local educational agencies, institutions of higher education, regional educational research organizations, and other public and private agencies in:

The development of new and improved curricula related to environmental issues and policies;

Demonstrating the use of such curriculums in model educational programs;

Evaluating the effectiveness of such curriculums;

Disseminating curricular materials and other educational information related to environmental concerns throughout the Nation;

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Providing environmental education training programs for teachers, other educational personnel, public service personnel, and community, labor, industrial and business leaders and State, local, and Federal employees;

The initiation and maintenance of environmental education programs at the elementary and secondary levels;

The planning of outdoor ecological study centers;

Providing for community education programs on preserving and enhancing environmental quality;

Preparing and distributing by the mass media materials dealing with the environment; and

Demonstration, testing and evaluation of environmental education activities not assisted under the act.

Background

During the decade of the sixties this Nation experienced an awakening to a number of basic issues. One such issue is the relationship of man's quest to satisfy his needs to the impact of this drive on the natural order and sensitive balances present in the physical world. Public concern over such matters dictated that governmental responses to environmental issues be made. Many of the governmental responses were directed at the conservation of rapidly depleting resources. Other governmental responses were concerned with the abuses of the physical-biological environment as in the cases of air and water pollution.

It was also recognized that our new level of consciousness needed to be translated into new values, new attitudes, and new practices. The educational process was seen as one appropriate and effective means for achieving these goals. Therefore the Environmental Education Act was formulated and enacted in October, 1970 (Public Law 91-516). It was amended and reauthorized in May 1974 (Public Law 93-278).

Education continues to be a critical component of the national effort to address the problems of environmental quality and the quality of life. Understanding the complexities of the problems and issues, and the economic, social, and cultural impact of each issue is essential to the future of man.

Administration of the program

In the administration of the program from fiscal 1971 through fiscal 1978 $22.594 million will have been expended for personnel development, resource material development, community education, elementary and secondary education, and for small grant workshop type projects.

The projects have been designed to develop educational processes and resources dealing with man's relationship to his natural and manmade surroundings. Also included are the interrelationships between population and pollution and between resource allocation and depletion, each involving conservation, transportation, technology, economics, and urban and rural planning.

From fiscal year 1971 to fiscal year 1977, a total of 474 general project grants, 175 minigrants and 6 contracts have been awarded. Project results include: (1) a report on the status and needs of natural

environment-based environmental education activities; (2) instructional materials based on a regional systems network approach, including the biosystems, geosystem and econosystem; (3) training models for teachers and community environmental education leaders; (4) an instructional sourcebook on the interrelationship of integrated pest management, environment, economics, and societal needs; and (5) a region-based interactive learning approach to environmental problem identification and resolution by policymakes and citizens.

In addition, within the last several years, a substantial number of projects supported under the Environmental Education Act have used the energy issue either as a focal point or as a major component of the substantive content of the project. For example, within the last 4 years 75 projects have supported the investigation of energy related environmental matters. These activities were initiated by grant requestors in recognition of the importance of the energy issue, as well as its significance to environmental education. Project examples include the following:

The National Science Teachers Association produced an instructional and activity guide for elementary and secondary education teachers on the interrelationship of energy allocation, depletion, and conservation; in light of environmental, social, and economic needs. The Federal Energy Administration financed its distribution.

The Washington State Office of Public Instruction is developing an interdisciplinary secondary education program entitled "Energy, Food, and You" which incorporates ideas and activities on global food problems, energy and resource use, the U.S. food system, and energy-efficient alternatives.

The University of Colorado is completing a series of films and accompanying workbooks on the economic, technological, environmental and social implications of alternative energy sources.

The Biological Sciences Curriculum Study (BSCS) has developed a 9-week instructional unit for high school, college, and adult students entitled "Energy and Society: Investigations in Decision-Making". Energy issues, questions and concerns are considered in light of politics, economics, technology, attitudes, health and safety, environmental impact, and physical laws.

The University of Pittsburgh produced a study guide for use in adult education programs on the world energy problem and its technological and social aspects.

The Environmental Education Act is administered by the Office of Environmental Education in the U.S. Office of Education. The Office of Environmental Education also has the responsibility for coordinating all activities of the Office of Education which are related to environmental education, such as those conducted under title III of the Elementary and Secondary Education Act and the Energy/Education Action Center recently created within the U.S. Office of Education by the Commissioner.

Environmental education is also supported by a large number of Federal agencies outside the U.S. Office of Education, including the National Science Foundation, the National Endowment for the Humanities, the Soil Conservation Service and the Forest Service in the Department of Agriculture, the National Park Service, the

Fish and Wildlife Service and the Bureau of Outdoor Recreation in the Department of Interior, and the community planning and development program in the Department of Housing and Urban Development. These activities are coordinated through the Subcommittee on Environmental Education of the Federal Interagency Committee on Education (FICE).

Legislative Consideration

Hearings

The Subcommittee on Select Education of the Committee on Education and Labor held 2 days of hearings on the extension of the Environmental Education Act and on oversight of the operations of the program conducted under the act. The hearings were held on June 6 and 7, 1977, in Washington, D.C.

Among the witnesses heard during the hearings were: Walter Bogan, Director, Office of Environmental Education; Ruth McDonald, project director, Education Development Center, Newton, Mass.; William Mayer, director, Biological Sciences Curriculum Study, Boulder, Colo.; Albert Dickas, community environmental education project, University of Wisconsin, Superior, Wis.; Edward Ortleb, environmental education training project, St. Louis, Mo.; William Klein, Missouri Botanical Gardens, St. Louis, Mo.; Charles Leinberry, environmental program analyst, National Association of Manufacturers; Rudolph Schafer, director, environmental education program, California Department of Education; Charles Roth, director of education, Massachusetts Audubon Society; Anthony Mazzocchi, legislative director, Oil, Chemical and Atomic Workers (AFL–CIO); Duane Kelly, teacher, Kansas City, Mo.; and David Pimentel, chairman, Advisory Council on Environmental Education.

These witnesses described a variety of successful projects being supported under the act including:

> The development of a high school curriculum program titled "Energy, People, and the Environment: Coal Mining" which is intended to help students analyze the decisionmaking process involved in the extraction, and use of coal as an energy source;
>
> A community adult education project dealing with the environmental problems of the harbor at Superior, Wis., and conducted with the cooperative efforts of the University of Wisconsin and the League of Women Voters; and
>
> A teacher training program in environmental education carried out by the St. Louis public schools in cooperation with the Missouri Botanical Gardens.

All of the witnesses recommended that the Environmental Education Act be extended. Suggestions for improving the administration and management of the program were made and will be discussed in detail below.

Committe action

The Subcommittee on Select Education on February 1, 1978 considered in legislative session the bill, H.R. 10570. That measure was ordered reported with an amendment unanimously by voice vote. On February 8, 1978, the full Committee on Education and Labor considered H.R. 10570 in open legislative session, and ordered the bill reported with an amendment unanimously by voice vote.

EXPLANATION OF H.R. 10570

H.R. 10570 extends the Environmental Education Act for 5 additional years; that is, through fiscal year 1983. The committee finds that the need for Federal support to encourage quality programs in environmental education, and to move toward the goal of environmental literacy for every American remains undiminished. Indeed, the energy crisis highlights the need for a continued and renewed commitment to these objectives.

In his proclamation of April 12, 1977 announcing Earth Week, 1977, President Carter said:

> Since the beginning of this decade, we have begun to recognize that our planet's capacity for satisfying the needs of mankind has limits. We have begun to see that we are it stewards, not its masters. Human activities, even well-intended ones, can inflict deep and lasting damage to the Earth, air, and the living plants and animals on which we depend. Protection of the environment is a debt we owe to ourselves and to those who follow us.

The President concluded his statement by saying:

> In particular, I ask all educators to consider introducing an ecological perspective into every scholastic or academic discipline to encourage future application by graduates to protect the health of our planet.

The committee recommends extension of the Environmental Education Act precisely in order to support such an environmental concern and environmental responsibility among American educators and American citizens.

The committee notes that the Environmental Education Act is now operating under a 1-year extension authorized under the General Education Provisions Act. In order for the act to be continued beyond the current fiscal year, Congress must act this year.

H.R. 10570 recommends authorization levels for the Environmental Education Act of $5 million in fiscal year 1979, $7 million in fiscal year 1980, $9 million in fiscal year 1981, $11 million in fiscal year 1982, and $13 million in fiscal year 1983.

The authorization for the Environmental Eduaction Act in fiscal year 1978 is $15 million, and $3.5 million was appropriated. In recommending more modest authorization levels for future years, the committee emphasizes that its action is not to be construed as reflecting any loss of a sense of urgency and concern for the environmental problems which this act seeks to address. The committee's action does not reflect a judgement on the magnitude of the need and the problems. Rather, the recommended authorization levels indicate the realistic expectation of the committee on the levels of appropriation that can and should actually be provided.

The committee recommends that section 3 of this act be amended to include the word "energy" in the definition of "environmental education." This action is meant to encourage and support the energy-related environmental education projects already being supported by the Office of Environmental Education as well as to suggest that such projects ought to be a high priority in the future. This action is also

taken to make it clear that the responsibility of the Office of Environmental Education to coordinate all activities within the U.S. Office of Education related to environmental education extends to the recently created energy/Education Action Center in the Office of the Commissioner.

The committee recommends that section 3 of the act also be amended to make it clear that grants can go to groups of State or local educational agencies. This change is intended to promote cooperative and coordinated environmental education efforts at the State and local level.

The committee recommends that section 3 of the act be further amended to emphasize that the preservice and inservice training projects supported under the act should include interdisciplinary training or training in working with interdisciplinary teams. This amendment is intended to recognize the interdisciplinary nature of training in environmental education.

The committee recommends that the Advisory Council on Environmental Education be abolished. The committee finds that this council has not been very active, visible or effective, and that a separate advisory council for a program of this size cannot be justified. The Department of Health, Education, and Welfare has recommended termination of this council in response to President Carter's directive that all Federal agencies review their advisory councils and committees.

The committee recommends that section 7 of the act be amended to permit multiple-year funding of projects. The committee finds that multiple-year funding of projects may be required to achieve effective implementation of the act, particularly with respect to curriculum development and inservice training projects. Strong support for this action was voiced both in the hearings and by environmental educators throughout the Nation.

Special Concerns

While the committee reaffirms its commitment to environmental education, it views with grave concern the criticisms of the administration and management of the Office of Environmental Education that were voiced in the hearings. In particular, the Office of Environmental Education was criticized for:

Insufficient attention to the evaluation of the effectiveness and replicability of projects supported under the act;

Ineffective dissemination of successful projects;

The inaccessibility and lack of visability of the leadership of the Office of Environmental Education in the environmental education community;

Ineffective execution of the statutory mandate to coordinate the activities of the U.S. Office of Education related to environmental education;

A lack of cooperation with and effective participation in the Subcommittee on Environmental Education of the Federal Interagency Committee on Education; and

A lack of effective communication with and technical assistance to grant applicants, grant recipients and interested citizens.

These views critical of the program's management are held widely in the environmental education community as indicated by the results of a questionnaire sent to the 55 members of the Ad Hoc Committee on Environmental Education by Charles Leinberry. These results are included in the hearing record.

The committee is aware that the capacity of the Office of Environmental Education to accomplish all of its missions has been constrained by the limited funds available, and by the hostility within the executive branch to the program in its early years. Nevertheless, the committee views as unacceptable the current state of the management and administration of the program. This situation threatens to seriously undermine the accomplishment of the purposes of the act. Therefore, the committee directs the U.S. Commissioner of Education to investigate the current conduct of this program, to take such steps as may be necessary to improve the management and administration of the program, and to report to this committee on his actions prior to the end of the fiscal year 1979.

It has come to the attention of the committee that the Office of Management and Budget has discouraged or even prohibited agencies other than the Office of Education from requesting funds for support of environmental education activities. The Office of Management and Budget seems to regard support for environmental education as limited exclusively to the Office of Environmental Education within the U.S. Office of Education. The committee regards this view to be in error. It is neither the intent of the committee nor of the act that environmental education be limited exclusively to the Office of Environmental Education. While this Office is intended to be the lead agency in environmental education, this role should not preclude environmental education activities by other Federal agencies.

It is the view of the committee that the support of environmental education and environmental literacy is a governmentwide responsibility. This view is consistent with the 1977 final report of the Intergovernmental Conference on Environmental Education held at Tbilisi (U.S.S.R.) and organized by UNESCO and the United Nations environment program. The report recommends that "Members States . . . integrate environmental education into their *general policy* and in accordance with their national structure take appropriate measures . . . " (p. 27, emphasis added). This report was formulated with the participation of an official U.S. delegation which strongly supported the recommendation quoted above.

It is the view of the committee that the definition of environmental education should be interpreted to give due consideration to the role played by shelterbelts in the conservation of water and soil resources as well as topsoil preservation. A shelterbelt is a vegetative barrier with a linear configuration composed of trees and shrubs and other approved perennial vegetation.

Cost Estimate

In compliance with clause 7 of rule XIII of the Rules of the House, the committee estimates the following costs will be incurred in carrying out the provisions of H.R. 10570:

Fiscal year:	Millions
1979	$5
1980	7
1981	9
1982	11
1983	13
Total	45

Budget Statement

In accordance with rule XI of the Rules of the House of Representatives the Congressional Budget Office has submitted the following report:

Congressional Budget Office,
U.S. Congress,
Washington, D.C., February 8, 1978.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
U.S. House of Representatives, Washington, D.C.

Dear Mr. Chairman: Pursuant to section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for H.R. 10570, the Environmental Education Act Amendments.

Should the committee so desire, we would be pleased to provide further details on the attached cost estimate.

Sincerely,

Alice M. Rivlin, *Director.*

Congressional Budget Office

cost estimate

February 8, 1978.

1. Bill No.: H.R. 10570.
2. Bill title: Environmental Education Act Amendments.
3. Bill status: As reported from the House Education and Labor Committee, February 8, 1978.
4. Bill purpose: The purpose of this bill is to extend the authorization for the Environmental Education Act for 5 years.

5. Cost estimate:

	Millions
Fiscal year 1979:	
Authorization level	5.0
Estimated net cost	3.0
Fiscal year 1980:	
Authorization level	7.0
Estimated net cost	6.2
Fiscal year 1981:	
Authorization level	9.0
Estimated net cost	8.2
Fiscal year 1982:	
Authorization level	11.0
Estimated net cost	10.2
Fiscal year 1983:	
Authorization level	13.0
Estimated net cost	12.2

The costs of this bill fall within budget function 500.

6. Basis for estimate: This cost estimate is based on the maximum authorization levels stated in H.R. 10570. The estimated net costs reflect the historical spending patterns in the Environmental Education program of 60 percent the first year and 40 percent the second year. The assumed enactment date is October 1978.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Deborah Kalcevic.

10. Estimate approved by:

C. G. NUCKOLS,
(For James L. Blum)
Assistant Director for Budget Analysis.

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1) (4), rule XI of the Rules of the House of Representatives, the committee estimates that enactment of H.R. 10[illegible] will have little inflationary impact on prices and cost in the operation of the national economy. It is the judgment of the committee that the inflationary impact of this legislation as a component of the total Federal budget is negligible.

The committee notes that H.R. 10570 proposes authorizations that are substantially below those contained in the present law. The committee believes the new authorization figures are more in line with expectations for funding.

OVERSIGHT STATEMENT

No summary of oversight findings and recommendations made by the Committee on Government Operations under clause 2(b)(2) of rule X of the Rules of the House of Representatives was available to the committee with reference to the subject matter specifically addressed by H.R. 10570.

No specific oversight activities, other than the hearings accompanying the committee's consideration of H.R. 10570, were made by the committee, within the definition of rule XI of the House.

Section-by-Section Explanation of the Bill

The first section of the bill as reported amends the Environmental Education Act to authorize the following appropriations: $5 million for fiscal year 1979; $7 million for fiscal year 1980; $9 million for fiscal year 1981; $11 million for fiscal year 1982; and $13 million for fiscal year 1983.

The first section also amends section 7 of the act to provide that funds appropriated under the act shall remain available for the duration of the act in order to permit multiple-year funding.

Section 2 makes various technical amendments to section 3 of the act relating to activities for which grants and contracts shall be available under the act.

Section 2 also amends the act to eliminate the provision establishing the Advisory Council on Environmental Education.

Changes in Existing Law Made by the Bill, As Reported

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

Environmental Education Act

* * * * * * *

ENVIRONMENTAL EDUCATION

SEC. 3. (a)(1) There is established, within the Office of Education, an office of environmental education (referred to in this section as the "office") which, under the supervision of the Commissioner, through regulations promulgated by the Secretary, shall be responsible for (A) the administration of the program authorized by subsection (b) and (B) the coordination of activities of the Office of Education which are related to environmental education. The office shall be headed by a Director who shall be compensated at a rate not to exceed that prescribed for grade GS–17 in section 5332 of title 5, United States Code.

(2) For the purposes of this Act, the term "environmental education" meant the educational process dealing with man's relationship with his natural and manmade surroundings, and includes the relation of *energy*, population, pollution, resource allocation and depletion, conservation, transportation, technology, economic impact, and urban and rural planning to the total human environment.

(b)(1) The Commissioner shall carry out a program of making grants to, and contracts with, institutions of higher education, State and local educational agencies, regional educational research organizations, and other public and private agencies, organizations, and institutions (including libraries and museums) to support research, demonstration, and pilot projects designed to educate the public or the problems of environmental quality and ecological balance, except that no grant may be made other than to a nonprofit agency, organization or institution.

(2) Funds appropriated for grants and contracts under this section shall be available for such activities as—

(A) the development of curricula (including interdisciplinary curricula) in the preservation and enhancement of environmental quality and ecological balance;

(B) dissemination of information relating to such curricula and to environmental education, generally;

(C) in the case of grants to State and local educational agencies, *or groups of such agencies*, for the support of environmental education programs at the elementary and secondary education levels;

(D) preservice and inservice training programs and projects (including fellowship programs, institutes, workshops, symposiums, and seminars) for educational personnel to prepare them to teach in subject matter areas associated with environmental quality and ecology, *or to develop interdisciplinary strategies and programs of environmental quality and ecology*, and for public service personnel, government employees and business, labor, and industrial leaders and employees;

• • • • • • •

[(c)(1) There is hereby established an Advisory Council on Environmental Education consisting of twenty-one members appointed by the Secretary. The Secretary shall appoint one member as Chairman. The Council shall consist of persons appointed from the public and private sector with due regard to their fitness, knowledge, and experience in matters of, but not limited to, academic, scientific, medical, economic, legal, resource conservation and production, urban and regional planning, and information media activities as they relate to our society and affect our environment, and shall give due consideration to geographical representation in the appointment of such members: *Provided, however*, That the Council shall consist of not less than three ecologists and three students. Subject to section 448(b) of the General Education Provisions Act, the Advisory Council shall continue to exist until October 1, 1977.

[(2) The Council shall—

[(A) advise the Commissioner and the office concerning the administration of, preparation of general regulations for, and operation of programs assisted under this section;

[(B) make recommendations to the office with respect to the allocation of funds appropriated pursuant to subsection (d) among the purposes set forth in paragraph (2) of subsection (b) and the criteria to be used in approving applications, which criteria shall insure an appropriate geographical distribution of approved programs and projects throughout the Nation;

[(C) develop criteria for the review of applications and their disposition; and

[(D) evaluate programs and projects assisted under this section and disseminate the results thereof.]

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AUTHORIZATION

SEC. 7. There is authorized to be appropriated $5,000,000 for the fiscal year ending June 30, 1971, $15,000,000 for the fiscal year ending June 30, 1972, $25,000,000 for the fiscal year ending June 30, 1973, $5,000,000 for the fiscal year ending June 30, 1975, $10,000,000 for the fiscal year ending June 30, 1976, [and] $15,000,000 for the fiscal year ending June 30, 1977, *$5,000,000 for fiscal year 1979, $7,000,000 for fiscal year 1980, $9,000,000 for fiscal year 1981, $11,000,000 for fiscal year 1982, and $13,000,000 for fiscal year 1983. Funds appropriated under this Act shall remain available to the Commissioner for the duration of this Act in order to permit multiple-year funding of projects under this Act.*

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